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ABSTRACT

A state legislature mandated study was done of the standing of African American males in California. The study was conducted by advisory committees and task forces, which conducted research and produced recommendations in the areas of employment, economic empowerment, criminal justice, education, health, and social services. The study also consulted with state and national experts in targeted areas, coordinated discussions of strategies to improve the condition of African American males, solicited funds for programs, and initiated working relationships with many types of community leaders and workers. The findings indicate that in every area studied African American males in California face more severe hardships than do their counterparts in other parts of the nation. The results include the following: (1) although only 3.7 percent of the state population, African American males constitute 33.8 percent of the prison population and 1.7 and 2.1 percent of enrollments at the University of California and California State University, respectively; (2) in the 20-24 year age bracket these males have an unemployment rate of 20 percent, with the recent loss of jobs disproportionately affecting African American men; and (3) African American males account for 12 percent of California's AIDS-related deaths in 1989. The report's six main sections, one on each of the target areas, provide an overview of the national and state environment, the status of the situation in California, and suggestions for further study. Included are three bar graphs. (JB)

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A PRELIMINARY REPORT ON THE STATUS OF AFRICAN-AMERICAN MALES IN CALIFORNIA

OPPORTUNITY OR CHAOS: A GENERATION IN PERIL

Assemblywoman Barbara Lee, Chair
Dr. Herbert L. Carter, Vice Chair
Mr. Darnell L. Cooley, Executive Director
Dr. George D. King, Research Consultant

The California Commission on the Status of African-American Males

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Sacramento, California
July 31, 1992

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Oakland, California

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July 31, 1992

The Honorable Pete Wilson
Governor, State of California

The Honorable David A. Roberti
President pro Tempore of the Senate

The Honorable Willie L. Brown, Jr.
Speaker of the Assembly

Gentlemen:

The California Commission on the Status of African-American Males (CSAAM) has completed its initial inquiry into the quality of life for African-American Males in this state. Our findings are contained in this Preliminary Report.

The Commission was created by Assembly Concurrent Resolution No. 57 on September 3, 1991. After its first meeting, CSAAM formed six policy advisory committees consisting of Commissioners and highly qualified experts in each of the targeted areas. These areas are: Employment, Economic Empowerment, Criminal Justice, Education and Social Services. The committees have been working earnestly over the last seven months to gain an accurate assessment of the status of African-American Males in California. The committees were also charged with determining areas for further study and ultimately developing policy recommendations.

CSAAM has met six times in the last seven months at various locations throughout the state. Each committee has produced a number of issue papers identifying numerous areas of concern affecting African-American Males.

In our effort to raise funds for the support of CSAAM, several funding sources have requested that

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the Commission have more permanence before they commit to long-term funding. In that vain, we have introduced Assembly Bill 2760 which codifies the Commission but places no burden on the state's general fund. At the time of this report this legislation awaits approval of the Senate Appropriations Committee.

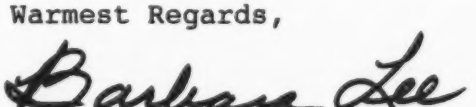
CSAAM wishes to thank the Zellerbach Family Fund for its initial and ongoing support. We also thank the Van Loben Sels Foundation, the Northrop Corporation and the Kaiser Family Foundation for their support of our efforts.

The Commission is grateful to all who provided information and assistance in our initial deliberations. We are particularly appreciative of the reports and detailed information provided by various state agencies.

The Commission is especially indebted to its staff and the Assembly Office of Research for their assistance in the preparation of this report. This Preliminary Report, however, is the work of the Commission and represents its careful consideration of each of the various issues.

We stand ready to discuss our findings at your convenience and look forward to continuing with the next phase of the Commission's work.

Warmest Regards,



Assemblywoman Barbara Lee
Chairperson

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EXECUTIVE SUMMARY

The California Commission on the Status of African-American Males respectfully submits this preliminary report, as mandated by Assembly Concurrent Resolution (ACR) 57. The Commission was created on September 3, 1991, and charged with conducting an investigation on the standing of African-American males in California.

In preparation for this preliminary report, the Commission appointed advisory committees and task forces dedicated to conducting research and producing recommendations in six targeted areas: Employment, Economic Empowerment, Criminal Justice, Education, Health and Social Services. A summary of findings and relevant issues for further study is contained in this report.

The Commission has identified federal, state and local programs that address problems and provide solutions in the six targeted areas. The Commission also has consulted with state and national experts in the targeted areas; coordinated discussions of strategies to improve the economic, educational and social conditions for African-American males; solicited funds from the private sector and charitable foundations to pursue research and development programs; and initiated working relationships with elected officials, other boards and representatives of religious organizations, labor groups, education, social services and the criminal justice system.

While the Commission has made significant progress in fulfilling the mandates of ACR 57, the scope of difficulties facing African-American males in California today present an enormous challenge. In that context, the issues and recommendations contained in this report represent a starting point, rather than a conclusion. The Commission found significant evidence in every target area that African-American males in California face more severe hardships than their counterparts across the nation:

- In 1992, while comprising only 3.7 percent of the state population, African-American males constituted 33.8 percent of the prison population and 1.7 and 2.1 percent of the enrollments at the University of California and California State University, respectively;
- African-American males in the 20-24 age bracket have an unemployment rate of more than 20 percent in California, and the well-documented loss of jobs in California has disproportionately affected African-American men;
- One of every three African-American males aged 20 to 29 is under control of the criminal justice system in California compared to a national average of one in four; and
- African-American males are dying from AIDS at an appalling rate, accounting for 12 percent of California's AIDS-related deaths in 1989.

These examples underscore the need for further research and study of issues affecting African-American males in California in order to develop legislative solutions and restructure or initiate new programs. The following report provides a compelling overview of the national and state environment in which African-American males are struggling to survive. It is a world that the vast majority of Americans, and Californians in particular, cannot imagine and would not tolerate for themselves. It is a world where a bullet wound is more familiar

than a classroom, where a prison term is more likely than a full-time job and where early death is not just a threat but a statistical certainty.

But it would be inappropriate to characterize the issues and inequities addressed in this report as pertaining only to African-American males. The fate of African-American males is only a reflection of the African-American community, of California's inner cities, and of our state's image to the world, as the riots in Los Angeles so graphically demonstrated. The Los Angeles fires have been extinguished, but the embers of hopelessness and despair still glow beneath the rubble there and all over California, as this report documents. If the conditions that afflict African-American males are not addressed in California, the flames are sure to rise again and again.

Thus, the work of the Commission has just begun. In the next phase, the Commission will devote its resources and energies toward a full scale development of each of the targeted areas of concern identified in this preliminary report. Along this line, the Commission will embark upon the following scope of work:

- Schedule and receive expert testimony at a series of community and legislative hearings across the state;
- Contract with scholars and other experts in each of the identified targeted areas of concern for the purpose of producing quality issue papers;
- Meet periodically to review and critique expert materials submitted to the Commission for its consideration; and
- Prepare a final report with public policy recommendations for resolving the critical problems confronting African-American males and enhancing their quality of life.

EMPLOYMENT

OVERVIEW

High unemployment is the subject of today's daily headlines and nightly newscasts, but joblessness is old news for African-American males. A 1980 survey by the National Urban League found that unemployment was "unequivocally" the number one problem in the Black community. Increasing unemployment is becoming a serious concern for white Americans in the current economic environment, but among African-American males -- who have traditionally been subjected to discrimination in the labor market -- unemployment has been a critical issue for decades.

The immediate outlook for the labor market remains grim, and it is clear that many of today's jobs are disappearing. Most African-Americans, and African-American males in particular, have long been concentrated in the manufacturing sector. It is these blue-collar jobs that are being eliminated from the economy.

A January 1992 report by the Assembly Office of Research, ***A Survey of Business Closures and Layoffs in California, 1990***, stated that approximately 52,400 jobs were lost due to layoffs or business closures. Disappearing with those jobs were many opportunities for African-American males.

The challenge becomes even greater as the country moves from an industrial- and manufacturing-based economy to one emphasizing high technology and the service sector. By the year 2000, a majority

of new jobs created in this country will require some postsecondary education; at least 30 percent will require a college degree; and even most low-level positions will require somewhat complex reading, writing, and computational skills. There will be ever fewer unskilled, entry-level jobs that traditionally represent the employment of last resort for African-American males.

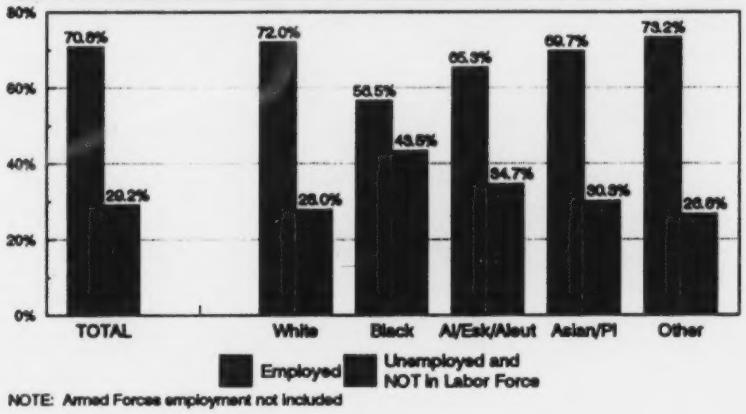
In any segment of the population where unemployment rates are high and opportunities are limited or non-existent, a sense of hopelessness and frustration builds with the inability to attain the "American Dream." Employment is fundamental to the American Dream. African-American males must have equal access to employment if they are to overcome the hopelessness and frustration that exacerbates this critical social problem.

CALIFORNIA

The state Employment and Development Department reports that the 1991 annual average unemployment rate for African-American males in California was 12.4 percent (54,000 of 435,000). That compares to an average unemployment rate of 7.5 percent for all California males. And the latest labor statistics show the unemployment rate for African-American males has increased to 13.1 percent (63,357 of 485,473).

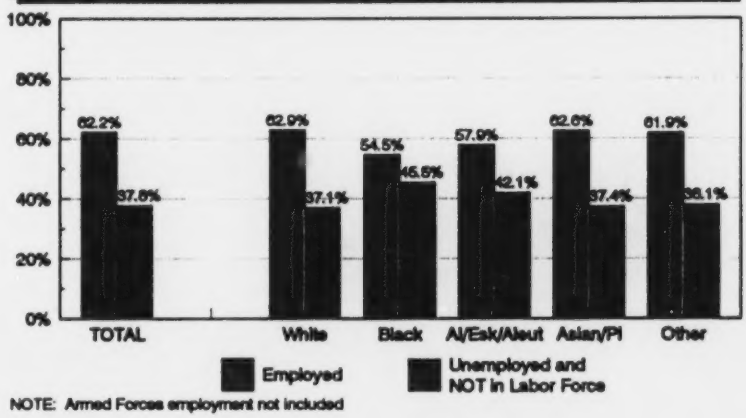
More importantly, however, are the statistics which describe what can be referred to as the "idleness indicator," those who are not in school, not working, and not looking for work. When this indicator is combined with the unemployment statistic, the real condition of the economic status of the African-American males is revealed.

EMPLOYMENT STATUS -- MALES 16 YEARS AND OVER
1990 Census of Population and Housing



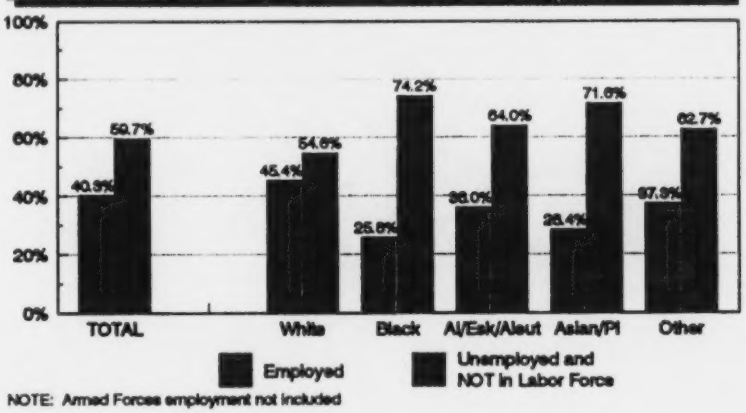
NOTE: Armed Forces employment not included

EMPLOYMENT STATUS -- PERSONS 16 YEARS AND OVER
1990 Census of Population and Housing



NOTE: Armed Forces employment not included

EMPLOYMENT STATUS -- PERSONS 16 TO 19 YEARS
1990 Census of Population and Housing



NOTE: Armed Forces employment not included

The 1990 census statistics for California (see graph) disclose that when the unemployment statistics for African-American males 16 years and over are added to the "not in the labor market statistic," their "idleness indicator" rises to 45.3 percent, compared to 37.7 percent for whites.

A comparison of the 1990 census combined statistics for African-American and white teenage unemployment and "not in the labor force" categories reveals a startling disparity. The African-American teenage (16-19) "idleness indicator" soars to 74.2 percent, compared to 54.6 percent for white teenagers (see graph).

Other reports indicate that many African-American males remain unemployed year after year. Many may not even be counted among the ranks of the unemployed because they have given up the search for a job due to disability, illness, school attendance, home responsibilities or institutionalization. Therefore, the true extent of joblessness among African-American men is actually much more devastating than the state's official figures suggest.

Changes in the nature of California's job market have had a profound impact on African-Americans in general and African-American males in particular. For example, although the number of jobs in California grew by more than 2 million between 1972 and 1984, most of these positions were in the high technology or service industries. Basic industries employing unskilled workers actually lost ground. Young African-American men were hit hard by the loss of manufacturing jobs during this period and were increasingly in competition with the rapidly growing Hispanic community for the comparatively few low-skilled entry level jobs that remained.

At the same time, many California businesses moved out of inner city areas -- where most African-American males reside -- to set up new operations in distant suburbs. This shift created another barrier to employment for Black men who do not have reliable personal transportation, or who must rely on public transit systems.

High unemployment among African-American males is the culmination of other major problems addressed in this preliminary report: lack of education, a disproportionally high involvement in the criminal justice system, denial of health care and social services and a need for greater economic empowerment. As the single most powerful factor that symbolizes the plight of African-American males, unemployment also presents the greatest challenge. But to leave this problem unattended will only lead to more civil unrest in our inner cities, as well as increased criminal activity and gang violence.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to prepare young African-American men for a changing job market that puts more emphasis on high technology and service-oriented employment?*

2. *What public policy should the Commission recommend to promote recruitment of African-American males by new employers emerging in the California job market?*

3. *What public policy should the Commission recommend to specifically provide more job training programs for African-American males; apprenticeship programs to promote all-around proficiency in a skilled craft; and employer training that will provide training by supervisors and experienced employees?*

4. *What public policy should the Commission recommend to assist African-American males whose jobs fail to provide adequate compensation for their abilities, education or willingness to work, or who are employed in dead end jobs with virtually no opportunity for advancement?*

5. *What public policy should the Commission recommend to assist the Equal Employment Opportunity Commission (EEOC) in policing discriminatory employment practices in the private sector?*

6. *What public policy should the Commission recommend to promote more effective Affirmative Action programs for African-American males, and how should such programs be restructured or expanded?*

7. *What public policy should the Commission recommend to provide incentives to businesses to remain in the inner cities?*

8. *What public policy should the Commission recommend for transportation subsidies or allowances for minority workers when businesses or industries leave the inner city for a suburban location.*

ECONOMIC EMPOWERMENT

OVERVIEW

Recent national reports and publications make it clear that in economic terms, African-American males are more isolated and in worse condition now than at any time in the past two decades. The ***Kerner Report, 20 Years Later*** (1988) presented overwhelming evidence that the dire predictions of the first Commission are coming true: *"America is again becoming two societies, one black and one white, separate and unequal."* It concludes that rather than getting better, *"racial and economic problems are worsening and are at crisis levels in American cities"* where so many African-Americans live.

There is a growing economic underclass emerging in our cities as the number of inner city poor has nearly doubled in 20 years. Within this depressed group, the growth of the extremely poor is particularly alarming -- from 750,000 in 1970 to nearly 3 million persons today. It has been documented that the concentration of African-Americans living in poverty in our nation's largest cities continues to grow, even as the overall population of the cities decline. Thus, cities are becoming both blacker and poorer with African-Americans falling into deeper poverty every year.

The net result of these conditions, combined with devastating statistics for African-Americans in employment, income, and other critical areas, is the creation of African-American communities where high school dropouts, high crime rates, infant mortality, welfare dependency and 30-50 percent unemployment for African-American

males is considered "normal." According to one study, almost half of all African-American men aged 16-24 had no work experience by 1984.

Virtually all researchers point to the need for better schools to better educate our African-American males if we are to avoid a permanent, two-tiered society of haves and have-nots -- one well-educated and receiving its disproportionate share of the goods and benefits of this society; the other consumed with alienation, despair and hopelessness.

For most African-American males, the current role models are sports, music and television celebrities. The road to financial success -- a quick ticket from poverty to prosperity -- is to emulate these celebrities.

The African-American male has little understanding of the concept of economic empowerment. This is due in large part to:

1. The breakdown in the family structure,
2. The absence of successful business models in the home and community, and
3. The lack of entrepreneurial training within the educational system.

The reasons for the above is partly attributable to the expansion of the 1970s affirmative action programs -- originally designed to focus on African Americans -- to include a much broader range of ethnic groups. The result has been a dilution of programs targeted specifically to African-Americans, and a virtual dearth of programs designed to facilitate the economic mobility of the African-American male.

Bureaucracies also create barriers. In addition to the decrease of minority business programs generally, bureaucratic forms required by these programs, make the programs costly. A Congressional report estimated that these forms and data compilations cost $1,600 to $2,000 per certification. With each government and private agency requiring its own certification, it is estimated that eight out of ten certifications never result in a contract.

CALIFORNIA

There are more than 2.5 million African-Americans in California, and some have reached middle-class status through higher education, "working the system" or climbing the corporate ladder. But they had to beat tremendous odds to achieve economic empowerment.

Sanwa Bank, one of the five largest banks in the world with assets of $400 billion, made only one loan to an African-American in California in 1991. The Bank of California, owned by Mitsubishi Corporation with more than $7 billion in assets in this state, made only two loans to African-Americans last year.

Only one African-American male owns a savings and loan institution, out of 557 banks and savings and loans doing business in California (164 national banks, 270 state banks and 123 savings and loans). And since he has no control of capital, he cannot make the kind of commitments to his ethnic group that the Japanese and other ethnic groups are able to provide.

Successful competition in the American capitalistic system is based in large part on the public's receptiveness to products or services. If a perception prevails that African-Americans, and African-American males in particular, are unable to provide quality products

and services, then business success and economic empowerment will never be achieved.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to provide role models and entrepreneurial training for African-American males?*

2. *What public policy should the Commission recommend to enhance and increase employment and training opportunities that encourage upward mobility and management roles for African-American males in the public and private sector?*

3. *What public policy should the Commission recommend to encourage access to capital for African-American individuals and businesses, including public campaigns to "buy Black" and penalties for foreign firms that engage in discriminatory lending?*

4. *What public policy should the Commission recommend to streamline regulatory requirements for certification of minority-owned business and reduce the cost of certification so that African-American males are not disadvantaged by the process?*

5. *What public policy should the Commission recommend to encourage creation of Black economic development programs and private groups to support Black entrepreneurial activities?*

CRIMINAL JUSTICE

OVERVIEW

The number of Americans supervised by the criminal justice system is expanding at an alarming rate, and African-American males are more affected by this trend than any other group. A study by Marc Mauer, Assistant Director of the Sentencing Project, showed that nationwide, almost one in four African-American men in the 20-29 age group is involved in the criminal justice system.

Statistics for African-American men are even more startling:

- African-American juvenile males are more than four times as likely to be referred and incarcerated for a violent offense than white male juveniles.
- In 1984, despite representing only 15 percent of the U.S. population under 18, young African-American males represented 45 percent of juvenile arrests for murder/non-negligent homicide; 54 percent of juvenile arrests for manslaughter; 68 percent of juvenile arrests for forcible rape, and 39 percent of juvenile arrests for robbery and aggravated assault.
- The lifetime chance of incarceration for African-American males is six times that of white males.
- African-American males comprise 51 percent of the populations of state prisons.

CALIFORNIA

Even more disturbing is the fact that the racial disproportion within California is considerably worse than national averages.

According to the California Blue Ribbon Commission on Inmate Population Management, the outlook for our state is equally bleak. During the past 10 years, the number of California prison inmates increased four-fold. New state prisons and local jails are filled as quickly as they are built, absorbing public monies that could be better spent on preventive programs.

The ***Criminal Justice Newsletter*** reports, *"The nation's prison and jail population recently passed the 1 million mark and is rising at a 13 percent annual rate... Maintaining that rate of growth would cost at least $100 million per week for construction of new facilities."*

During the 1980s, California voters approved $6.2 billion in bond issues for new prison construction, yet California's prisons are substantially more overcrowded today than they were a decade ago. In that same period, while the budget for the California Department of Corrections has increased an average of 20 percent per year, the increases for the California Department of Education and the California Health and Welfare Agency have been 8 percent.

Filled to 180 percent of capacity, California prisons are the most overcrowded in the country, despite what Senator Robert Presley, Chair of the Joint Committee on Prison Construction and Operations, described as the *"largest prison construction program ever attempted by any governmental entity."*

Prospects for the future are equally alarming. The majority of those involved with the criminal justice system are young -- between the ages of 20 and 29 -- creating the probability of a vicious cycle of growth in prison populations and costs if alternative measures are not taken soon.

Currently, 45 percent of the prison inmates in California are males between the ages of 20 and 29, although this same population bracket represents only 8 percent of California's overall population. Using information obtained from the Bureau of Criminal Statistics and Special Services, the California Department of Corrections, the California Youth Authority, the California Department of Finance, and the U.S. Census Bureau, it is possible to further segment the population of the California criminal justice system by race, sex and age:

- One of every three African-American males between the ages of 20 and 29 in California is under the control of the criminal justice system. This represents 33.2 percent of that population bracket. By comparison, the national study done by the Mauer showed one of every four African-American men in the same age group under control of the criminal justice system (23 percent of that population group).

- One of every 19 white males between the ages of 20 and 29 in California is involved with the criminal justice system in California. This represents 5.4 percent of the state population, showing a smaller percentage of white males in the California system than in the nation overall. Mauer's study showed that one in 16 white males in the same age group was under the control of the criminal justice system, representing 6.2 percent of that population group.

- One of every 29 males between the ages of 20 and 29 in California of other ethnic backgrounds is under the control of the criminal justice system, representing 3.5 percent of this population group.

With so many of their young men under the supervision of the criminal justice system, African-Americans face a dismal future. When a young Black male turns to crime, the most likely victim will often be another African-American. Furthermore, the institutionalization of young males in their most productive years perpetuates poverty in the African-American culture and gives these young men an "education" in the prison subculture. With such a great number of African-American

men in the criminal justice system, few are left in the work force to support their families.

In January 1990, the Blue Ribbon Commission on Inmate Population Management issued its final report to the Governor and the Legislature. Stating that California's criminal justice system is "out of balance" -- relying too heavily on expensive and debilitating incarceration on the one hand, and underfunded and ineffective probation on the other -- the Commission recommended the state fund and expand a continuum of intermediate punishment and treatment options, including drug treatment, victim restitution, reconciliation programs, community service and intensive supervision. The Commission, a majority of whose members were appointed by Governor Deukmejian, noted that *"paramount emphasis should be placed on those areas that will significantly lessen the numerical impact on prison and jail populations."*

The Commission's report suggests a variety of strategies to redress some inequities:

- A moratorium on the passage of bond issues and the additional construction of prison and jail facilities until recommendations in the Commission's report have been fully implemented and their impact assessed.
- Passage of a comprehensive Community Corrections Act, as recommended by the Commission, to fund a wide array of community correctional programs with monies that would otherwise be used to construct and fund prisons and jails.
- Immediate establishment of a Sentencing Review Commission to restructure California's sentencing system to assure equity in sentencing, maintain the prison population at or under current capacity, and integrate the recommended continuum of options into a rational sentencing system.

- Reallocation of priorities in the state budget process aimed at preventing the California Department of Corrections from consuming an ever-increasing portion of the General Fund at the expense of the California Department of Education and the California Health and Welfare Agency. The Blue Ribbon Commission noted that dollars spent on crime prevention hold the greatest promise for making all Californians safer.

The 1977 California Determinate Sentencing Law was passed in an effort to achieve fairness and parity in sentencing. Some 13 years later, we have a system overloaded with a disproportionate number of African-American men in the prime of their lives. That trend has disturbing implications not only for the future of African-American men, but for the integrity of California's system of justice. A multi-faceted approach is clearly required if California is to confront this terrible problem.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to assure that the juvenile justice system becomes more culturally sensitive to differences in the development of African-American males, so that young offenders do not become mature criminals?*

2. *What public policy should the Commission recommend to actively involve traditional institutions in altering the trend toward greater criminality by young African-American males?*

3. *What public policy should the Commission recommend to assess the feasibility of either altering existing institutions or creating new institutions to prevent greater criminality among African-American males?*

4. *What public policy should the Commission recommend to address the critical issue of "Black on Black" crime -- especially violent crime?*

5. *What public policy should the Commission recommend regarding the establishment of programs to reverse the trend toward violent, antisocial behavior of young African-American males?*

6. *What public policy should the Commission recommend to provide the state and African-American communities with a better understanding of the root causes of deviant behavior among young African-American males?*

7. *What public policy should the Commission recommend to provide the fullest dissemination of models, programs and research that have shown demonstrable success in the social, emotional, and intellectual development of young African-American males?*

8. *What public policy should the Commission recommend to assure that the criminal justice system collaborate with minority communities and institutions to provide effective and culturally specific services to alter the pattern of antisocial behavior of African-American males in prison, on parole, on probation or being sought by juvenile authorities?*

EDUCATION

OVERVIEW

Education is imperative to the long-term survival of Americans in general, and African-American males in particular. Yet 20 years of effort have done comparatively little to alleviate a stark reality: *African-American males are continually and abysmally under-educated in our schools, with the vast majority reaching adulthood without any real hope of participating in the economic benefits of our society.*

When all factors are taken together -- the K-12 dropout rate; the tracking of African-American male students; suspension and expulsion rates; lack of access to quality, ethnically appropriate instruction; lack of adequate role models, and low retention/ graduation rates -- the picture becomes quite revealing. The African-American male may not be an endangered species, but he surely constitutes a species in danger.

CALIFORNIA

By almost every measure, the condition of African-American males in California schools is simply appalling. By and large, they are served in segregated schools that offer little hope for intellectual challenge or academic training. African-American male students dropout at alarming rates, in some cases approaching 70 percent. African-American males are suspended at rates over twice the overall average:

- In the San Francisco Unified School District, African-American students constitute 18 percent of the school population but 54 percent of the suspensions;

- In 1988, at Sacramento's Kennedy High School, African-American students comprised just 25 percent of the student body but accounted for 62 percent of all suspensions.

African-American students are disproportionately placed in special education classes -- particularly those geared for the supposedly mentally retarded. The California Department of Education, characterizing the referral of African-American students to special education programs, referred to the process as *"haphazard, capricious, and nonobjective... [Teachers] tend to refer students who bother them."*

When African-American males remain enrolled in a regular classroom, they are far less likely than other students to be exposed to quality educational offerings. They are significantly under-represented in academic and advance course enrollments and in completion rates for the A-F course patterns necessary for admission to the state's public four-year institutions of higher education.

In 1986, an astonishing 89 percent of the African-American high school graduating class was ineligible for admission to college. Of African-American students who graduate from high school, one of three has a grade point average below 2.0 and, thus, is ineligible for the state university system, regardless of other qualities or skills.

At the collegiate level, African-American males are making less progress than ever. In the 1983-84 academic year, of the 520 bachelor degrees conferred on African-Americans at the University of California, 56.7 percent were conferred on African-American females and 43.3 percent were conferred on African-American males. Five

years later (1988-89), of the 770 bachelor degrees conferred on African-Americans, African-American females received 60.4 percent and African-American males received 39.6 percent. Together, they received only 3.1 percent of the total degrees awarded.

As would be expected, the professorial ranks of California's higher education institutions are overwhelmingly white and male. In 1983, for example, 90.5 percent of the tenured professors in the University of California (UC) system were white; 1.3 percent were African-American. In the California State University (CSU) system, the figures were 85 percent white and 2.5 percent African-American.

In 1984-85, 85.3 percent of the doctoral recipients at UC were white and 1.7 percent were African-American. Doctoral recipients at accredited independent institutions were 88.8 percent white and 2.7 percent African-American.

So it is not surprising that at Berkeley, there were 34 African-American faculty members out of 1,600, or that at Stanford in 1986, only 24 of the school's 1,100 faculty members were African-American (an increase of one over the previous 10 years).

As African-American enrollment in graduate school declines, the situation can only worsen, particularly for African-American males. The likelihood of significant numbers of African-American male faculty role models for a new generation of African-American students is extremely remote in California.

In a period when education is of ever-increasing importance to the basic survival of the African-American male, California faces an awesome challenge in reshaping its public education policies.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to address the issue of the isolation and/or insulation of the African-American male in California's public education system?*

2. *What public policy should the Commission recommend to address the issue of tracking African-American male students in California's K-12 education system?*

3. *What public policy should the Commission recommend to address the issues of the disproportionate suspension and expulsion of African-American male students in K-12?*

4. *What public policy should the Commission recommend to address the issue of the disproportionate and improper assignment of African-American male students to special education programs and/or classes?*

5. *What public policy should the Commission recommend to assure that African-American male students have access to an appropriate, quality curricula and instruction?*

6. *What public policy should the Commission recommend to assure that there will be an adequate number of role models for African-American male students in all of public education?*

7. *What public policy should the Commission recommend to assure that African-American male students are not subjected to unfair and disparate treatment in every phase and at every level of their educational experience?*

8. *What public policy should the Commission recommend to increase the number of African-American males admitted to, retained by, and graduated from California's post-secondary institutions?*

9. *What public policy should the Commission recommend to assure that those African-American males who do not go to college are adequately prepared to enter the world of work?*

10. *What public policy should the Commission recommend to assure that the African-American male receives the social, health, mental health and counseling services necessary for his successful participation in the educational system?*

HEALTH

OVERVIEW

African-American males suffer from more debilitating health problems, a higher death rate and lower life expectancy than males in any other racial or ethnic group in the United States. According to federal census reports, black male life expectancy has actually declined in recent years -- a health trend never before chronicled in the United States, not even during wartime.

Leading causes of death for Americans include heart attacks, cancer, strokes and accidents, but mortality among African-Americans is 1.2 to 1.8 times the rate for whites. And researchers say it is hardly a coincidence that declining life expectancy coincides with a rising murder rate among African-American males since the mid-1980s. Homicide is the fifth leading cause of death among African-American males (compared to 12th among whites), which means one in 22 will die violently, and often young.

That explains why, among 25-year-old African-Americans, there are only 92 men for every 100 women. By comparison, the white population has 102 men for every 100 women.

The African-American male's low life expectancy begins in his mother's womb. While the United States has fallen to 20th place among the developed nations in the number of infant deaths, the mortality gap between Black and white babies is even more deplorable. Black babies are more than twice as likely to die as whites. Black

babies also are more than three times as likely to suffer from low birth weight, a condition that contributes to infant death and disability.

The same socioeconomic conditions that make it difficult for African-American mothers to provide prenatal care for their children also contribute to unhealthy lifestyles when the child becomes an adult. As the third leading cause of death in America, alcohol is implicated in deaths from cancer of the liver, strokes, hypertension and heart disease. And it is also a significant factor in homicides, accidents and suicides -- which are the three leading causes of death among African-American males between the ages of 25 and 44.

As for other forms of substance abuse, it is significant to note that African-Americans report dramatically higher rates of cocaine, marijuana, and other illicit drug use in California than in the rest of the nation. And African-American intravenous drug abusers account for 51 percent of national HIV/AIDS cases associated with drug abuse.

With low life expectancy and poor health, it is all too predictable that African-American males receive a very low standard of health care. African-American males of all ages are more likely to be uninsured -- without private insurance, Medi-Cal or any other coverage -- than non-Latino whites. Black males in all age groups are twice as likely to be medically indigent, making it difficult or impossible for them to receive adequate health care.

But even if the issue of health care was resolved, it would not address some underlying factors that contribute to poor health and low life expectancy. The self-destructive behavior of violence, substance abuse and irresponsible sexual and lifestyle choices that afflict African-

American males also must be treated, along with the medical problems associated with such behaviors.

CALIFORNIA

In California, African-American males are more likely to report "poor or fair health" conditions than males in any other group. "Poor" or "fair" status is widely used as a valid health indicator, especially as a measure of chronic or serious conditions.

Among males under age 16 and those 16-29, some 3 percent of African-Americans were in the poor or fair categories, compared to 1-2 percent of non-Latino whites, according to the 1989 National Health Interview Survey. Among males aged 30-64, the poor or fair categories of African-Americans soared to 15 percent, compared to 8 percent for non-Latino whites.

While more documentation and analysis of health problems among African-American males is needed in California, there are some indications of the damage caused by substance abuse and related problems. The following information is summarized primarily from the June 1991 proceedings of the Community Epidemiology Work Group (CEWG), a network of researchers from major U.S. metropolitan areas and foreign countries:

- African-Americans represented more than 28 percent of all drug- and alcohol-related emergency room mentions and more than 38 percent of cocaine mentions in Los Angeles during 1989;
- While comprising only 6 percent of San Diego's population, African-Americans represented 33 percent of all cocaine emergency room mentions in 1989; and
- More than 26 percent of all drug- and alcohol-related emergency room mentions and 49 percent of all cocaine

mentions in San Francisco involved African-American patients in 1989.

AIDS has been particularly deadly for African-American males in California. They accounted for 12 percent of the 4,205 AIDS-related deaths in 1989, making AIDS the leading cause of death for African-American men aged 35-44. AIDS was the second leading killer of those aged 25-34 and the third leading cause of death for those aged 45-54, according to the California Department of Health Services.

Last year, a national AIDS survey reported that while 97 percent of gay African-American men were knowledgeable on safe sex practices, only half regularly used condoms. Explained survey coordinator Phill Wilson, a Los Angeles African-American man infected with HIV: *"There are so many dangers and attacks on our lives that HIV has to stand in line."*

From a public health perspective, it is undeniable that conditions have reached a critical stage for African-American males in California and across the nation. But it is only one part of a national health care financing problem. California has a large and growing uninsured population with little access to health care systems. When uninsured African-American males and other minority groups receive medical attention, the costs are shifted to others' hospital bills, insurance premiums and taxes. Universal health coverage would provide more equitable access to health care and end the cycle of cost-shifting among employers, employees and the government. This would probably be the most effective means of improving health care for African-Americans males, as well as all Californians.

Proposals to improve health care also should be explored within the context of other problems described in this preliminary report, including poverty, self-esteem, illiteracy, social and emotional development, and employment.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to encourage and support research on the chronic health problems among African-American males, and to establish programs for early preventive care and treatment?*

2. *What public policy should the Commission recommend to promote appropriate lifestyles, preventive care and self-esteem to improve the health of African-American males of all ages?*

3. *What public policy should the Commission recommend to provide effective substance abuse treatment and counseling?*

4. *What public policy should the Commission recommend to address the root causes of self-destructive behavior among African-American males, which accounts for the high incidence of HIV/AIDS infection, violent death, substance abuse, and irresponsible sexual lifestyles?*

5. *What public policy should the Commission recommend to provide immediate and affordable health care insurance for African-American males?*

6. *What public policy should the Commission recommend to deal with the disproportionate number of medically indigent African-American males, and assure them of adequate health care?*

SOCIAL SERVICES

OVERVIEW

The history of social services for most African-American males has been a history of neglect, ranging from welfare subsistence programs to substandard health care to food stamps and free school lunches. Only the most basic public social services are offered in many inner-city areas. When more educational and vocational training programs are offered in suburban areas, most young African-American males either are unaware or unable to attend due to lack of transportation. And by the time many young Black men are eligible for vocational training, they have already joined a gang or become involved in the criminal justice system.

Recreational services exist in both inner-city and suburban areas, but there are marked contrasts in quality. Suburban youth have access to the finest facilities, equipment, and supervised guidance, while inner-city youth usually make do with dilapidated facilities, faulty equipment, and minimal supervision. Inner-city youth are forced to share recreational areas with drug pushers, gang members, and other negative influences. This environment perpetuates the inequities between urban and suburban communities.

The widening gap in preventive social services indicates a need for policy intervention. Statistics show that when per-capita services in inner-cities are inferior to those in suburban communities, viable programs, such as Women, Infants and Children (WIC) and Head Start, are weakened.

Such innovative programs are frequently underfunded and understaffed to handle the communities they serve. Access to funding is limited for programs that would benefit economically depressed areas. Unfair funding requirements, such as matching grants, make it almost impossible for community leaders to make a difference in the quality of life in their neighborhoods.

Such issues should be the focus of any review of public policies that affect social services. Options for improvement must be examined. Obstacles must be eliminated so that African-American males can also benefit from these services which are desinged to provide the necessary nuturance for children's healthy, emotional and social development.

CALIFORNIA

California's current economic downturn and budget crisis jeopardize the delivery of these services for all African-Americans, and especially African-American males of all ages.

The proposed "Taxpayer's Protection Act" (Proposition 165, November 1992) would reduce Aid to Families with Dependent Children (AFDC) by 25 percent -- from $663 per month to $507 for a mother and two children -- and drastically cut other social programs. This proposition calls for an increase of $6 million to fund the administrative costs of implementing the proposal, and $60.1 million for county costs.

This proposal ignores the fact that welfare benefits in California are only 5 percent of the total budget. California's welfare cuts of 4.4 percent last year amounted to only 1.7 percent of the $14.3 billion budget deficit. The average welfare benefit has dropped approximately

42 percent in the past 20 years. Even more importantly, those most affected by welfare cuts are children.

California has cut the majority of its General Assistance programs; although, they constitute a minuscule portion of state spending. General Assistance programs are for those individuals who miss the "safety net" of federally-funded programs designed to assist the poor. Most General Assistance recipients are single individuals or couples without children. Many of these recipients are waiting to qualify for Supplemental Security Income (SSI).

Medi-Cal, California's state funded medical assistance program, is designed to assist low-income households with medical care, but program restrictions leave some of the most needy families with partially covered or uncovered medical expenses.

Only 12 percent of AFDC families in California receive housing assistance, a lower proportion than any other state, although California's housing costs are higher than any other state except Massachusetts. A 1991 survey found that the average three-member AFDC family in California spent $342 a month on rent, or more than half the maximum AFDC entitlement for a family of three. The U.S. Department of Housing and Urban Department (HUD) reports that housing is affordable when it consumes no more than 30 percent of the family's total household income.

ISSUES FOR FURTHER STUDY

1. *What public policy should the Commission recommend to address the disparity between inner-city and suburban social service programs?*

2. *What public policy should the Commission recommend to identify specific social services important to inner-city youth, and particularly young African-American males?*

3. *What public policy should the Commission recommend to promote immediate improvement in vocational and recreational services for inner-city youth?*

4. *What public policy should the Commission recommend to decrease welfare dependency and increase opportunities for adequate employment and self-dependency for families and children?*

5. *What public policy should the Commission recommend to improve Medi-Cal coverage and low-income housing programs?*

ERRATA PAGE

In the Commission's letter to the Governor, the President Pro Tempore of the Senate and the Assembly Speaker

PARAGRAPH 2, LINE 7

AFTER "Education" INSERT: ", Health"

Page 12

PARAGRAPH 3, LINE 2

AFTER "one" INSERT: "Home Mortgage Disclosure Act (HMDA)"

PARAGRAPH 3, LINE 5

AFTER "two" INSERT: "HMDA"

Page 22

AFTER THE FIRST FULL PARAGRAPH, INSERT THE FOLLOWING PARAGRAPH:

"In 1990, the percent of white tenured faculty at UC had declined from 90.5 to 86.5 percent, with 72.1 percent being white males. African American tenured faculty increased from 1.3 percent in 1983 to 2.0 in 1990, with males representing 1.4 percent of the total. In the CSU system, the percentage of tenured white faculty did not change between 1983 and 1991 (85 percent). The percentage of African American tenured faculty, however, showed a slight increase, from 2.5 to 2.8 percent. African American males constituted 1.97 percent of the total."

Page 31

PARAGRAPH 2, LINE 4

CHANGE "desinged" TO: "designed"

PARAGRAPH 2, LINE 5

CHANGE "nuturance" TO: "nurturance"